HOW DO CRIME RATES COMPARE WITH THE RATES OF OTHER LIFE EVENTS?

In general, national figures indicate that you are more likely to be the victim of a violent crime than to be injured in a motor vehicle accident, but you are 6 times as likely to be injured in a home accident than injured in a violent crime. The rates of some violent crimes are higher than those of some other serious life events. For example, the risk of being the victim of a violent crime is higher than the risk of death from cancer or heart disease. The figure on page 55 draws life event rates from various sources to assess the chances of becoming a victim of these events. Criminal victimization rates are findings based on a national survey of both reported and unreported crime and do not necessarily reflect victimization rates in Sunnyvale.

WHAT KIND OF HOUSEHOLDS ARE VICTIMS OF CRIME?

In 1992 it is estimated that 23% of the nations 96 million households were victimized by crime. This amounts to 1 in every 4 households.

There is a tendency for low income area residents to be burglarized more often than residents of other areas. As household income rises, burglary rates fall. The opposite is true of motor vehicle theft. Households earning more than $30,000 a year are more likely than households in most other income categories to be victims of auto theft.

Renters are more likely to be victims of household crimes than owners. The more people in the household, the higher the crime rate. Households with 6 or more members have the highest household crime rates.

How do crime rates compare with the rates of other life events?

Events	Rate per 1,000 adults per year
Accidental injury, all circumstances	220
Accidental injury at home	66
Personal theft	61
Accidental injury at work	47
Violent victimization	31
Assault (aggravated and simple)	25
Injury in motor vehicle accident	22
Death, all causes	11
Victimization with injury	11
Serious (aggravated) assault	8
Robbery	6
Heart disease death	5
Cancer death	3
Rape (women only)	1
Accidental death, all circumstances	.4
Pneumonia/influenza death	.4
Motor vehicle accident death	.2
Suicide	.2
HIV infection death	.1
Homicide/legal intervention	.1

Source: The National Crime Victimization Survey, 1973 - 1992

AGE SPECIFIC VIOLENT CRIME
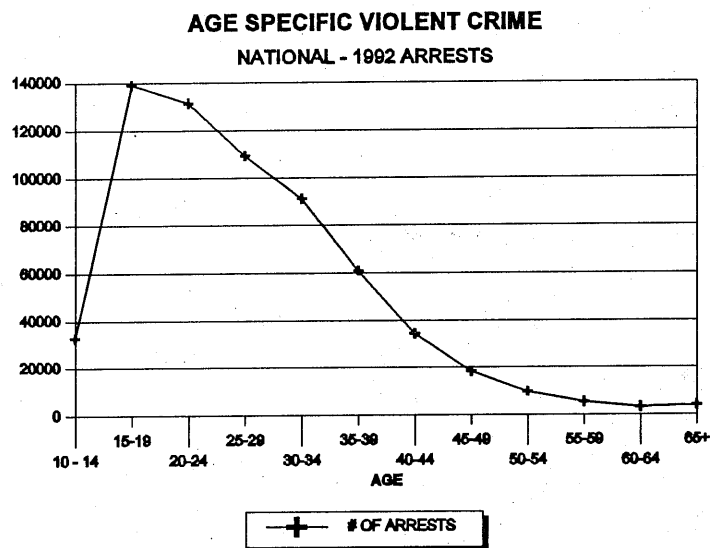
NATIONAL - 1992 ARRESTS

Figure 16

WHO IS THE TYPICAL OFFENDER?

56% of all persons arrested in 1992 for the seven major offenses were under the age of 25, and 78% were males. The under 25 age group was also responsible for 47% of the violent crime arrests and 59% of the property crime arrests.

Except for a small number of offenders, the intensity of criminal activity slackens beginning after the age of 25. The graph at left depicts that violent crime arrests (murder, rape, robbery, and assault) are highest in young age groups.

WHAT IS THE ROLE OF DRUGS AND ALCOHOL IN THE OFFENDER'S LIVES?

In many ways drugs and crime are problems closely related to each other. Using or distributing some drugs is illegal, and violators are subject to criminal sanctions.

Some crimes that do not involve drugs are a result of illegal drug use or distribution. For example:

- some users steal to support their drug use
- prostitution is sometimes engaged in to support drug use
- violence in drug markets is used to gain competitive advantage.

Many illegal drugs such as heroin and cocaine are both habit-forming and expensive. Many users commit property crimes to support their habits. Property crimes include burglary, larceny-theft, motor vehicle theft, forgery, fraud, arson, dealing in stolen property and embezzlement.

The Drug Use Forecasting Program conducted by the National Institute of Justice reported that 60% or more of the males arrested in 1990 for the property crimes of burglary, larceny-theft, stolen vehicles and robbery tested positive for drug use as were 50% of the females arrested.

Some drugs can affect the user in ways that make violence more likely. At other times drug users commit violent acts to get money to buy drugs. Violence is common in drug trafficking as a result of disagreements about transactions and because traffickers sometime seek a competitive advantage over rival dealers through violent means. Among violent offenders in state prisons in 1986 more than half said they committed the offense under the influence of drugs or alcohol.

WHAT ARE THE CAUSES AND CURES FOR CRIME?

Labeling "causes" implies the premise that "cures" can be found so that crime will cease to exist. There are as many theories to the cause of crime as there are experts. Such explanations focus on socio-economic environmental factors to psychogenic factors to biogenic factors with numerous combinations of the elements of each. The truth is that WE DO NOT KNOW WHAT CAUSES CRIME. Even if we did, explanations, particularly correct ones, need not promise cures. Knowing the causes of earthquakes, tornados, or tidal waves does not prevent them, although such knowledge may promote better defenses against them.

What we do know is that culture seems to be one primary governor and generator of crime. Culture is composed of various elements that are numerous, interrelated, and interdependent. Touching the culture here affects it there, and there, and there. Any one reform starts a chain of effects, many of which are bound to be unforeseen, and some of which are bound to be undesirable.

We can identify, empirically, community conditions which, if they are present, signal the likelihood that more social disorder and crime will exist. Identifying these conditions is not an identification of crime causes. There are visible

manifestations of those conditions which, in general, indicate that a lessening of a sense of community is taking place. It is with this loss of sense of community that serious crime seems to be more prevalent.

WHAT COMMUNITY CONDITIONS INFLUENCE SOCIAL DISORDER AND CRIME?

When viewing community conditions, it must be understood that each is somewhat inter-related with the other and each is constantly changing.

1. The movement of people - When people of diverse cultures meet in large numbers and attempt to live together in some accommodating way, each culture is threatened. This statement should be tempered by the fact that it is during the time of seeking accommodation that crime rates may be expected to increase. Once a stable accommodation is achieved, it is accompanied by lower rates of serious offenses. Relatively homogeneous communities will still continue to express clearer preferences for a certain style of policing than with heterogeneous ones. Police, in response to community expectations, should remain cognizant of this fact even after stable accommodation is reached.

2. Crowding - Beyond a certain threshold, the more crowded an area, the higher will be its crime rate. This threshold is somewhat ill defined because although "density" and "crowding" are used interchangeably, they should be distinguished. Density refers to the number of persons per unit of space. Crowding refers to the experience of being uncomfortably congregated. It should be stressed that "crowding" is a personal feeling. One can feel "crowded" in either a low or a high density environment, just as one can feel "isolated" or "alienated" in either setting. Long standing cultures have developed particular accommodations (sense of community) to density to minimize crowding effects. Stable populations are different in their crime rates from areas that have recently become crowded.

valued at fifty cents, which is stolen in a shoplift case has the same equivalent on the crime index as one murder or one robbery.
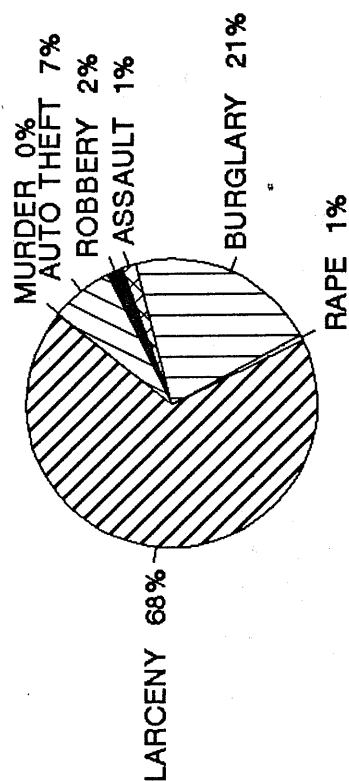
The California Crime Index does not include larceny but includes the more serious crimes of murder, rape, robbery, aggravated assault, burglary and auto theft. This index gives a more accurate picture of crime that is occurring in a city since these crimes are more likely to be investigated and reported than are larceny crimes. The graph below shows that Sunnyvale has been far below the National and California levels in serious crime when larceny is eliminated from the crime index.
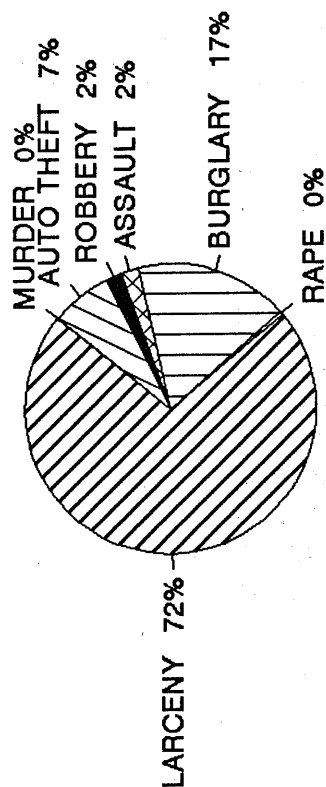
CALIFORNIA CRIME INDEX
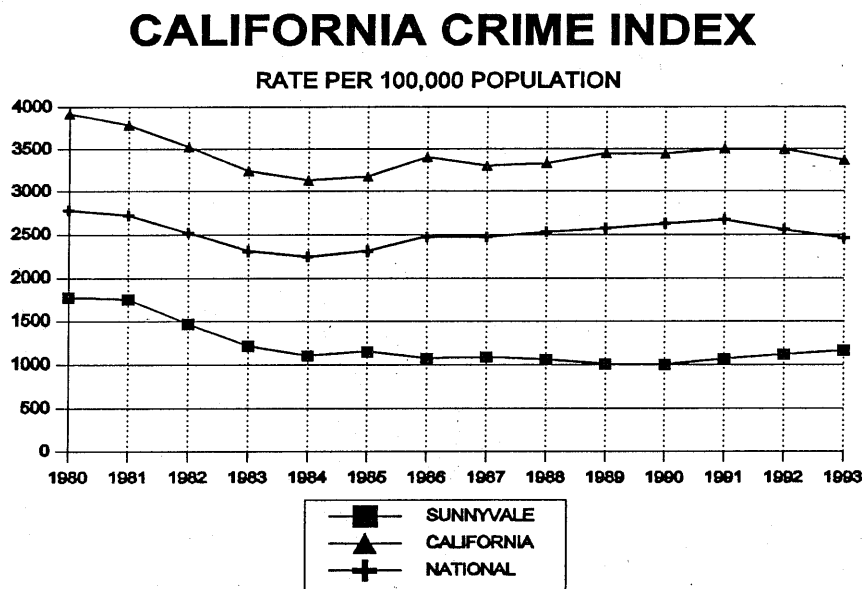
Figure 6

The charts on the following pages provide an historical view of the breakdown of Sunnyvale's crime index from 1975 through 1993 and dramatically depicts that larceny (theft) and burglary account for the greatest percentage of reported crime every year.

NATURE OF CRIME IN SUNNYVALE

1975

MURDER 0%
AUTO THEFT 7%
ROBBERY 2%
ASSAULT 1%
BURGLARY 21%
RAPE 1%
LARCENY 68%

1980

MURDER 0%
AUTO THEFT 7%
ROBBERY 2%
ASSAULT 2%
BURGLARY 17%
RAPE 0%
LARCENY 72%

1985

MURDER 0%
AUTO THEFT 7%
ROBBERY 2%
ASSAULT 3%
BURGLARY 20%
RAPE 1%
LARCENY 68%

1990
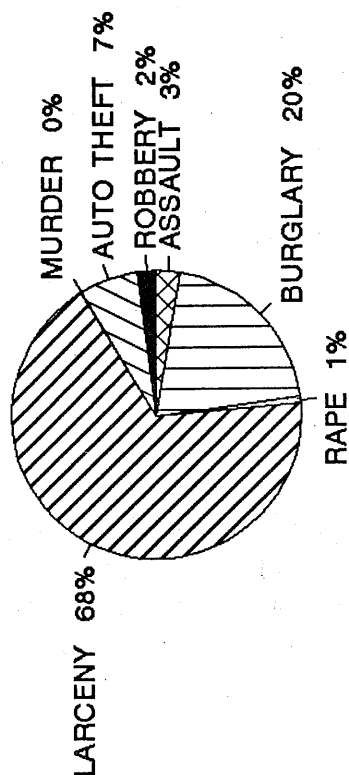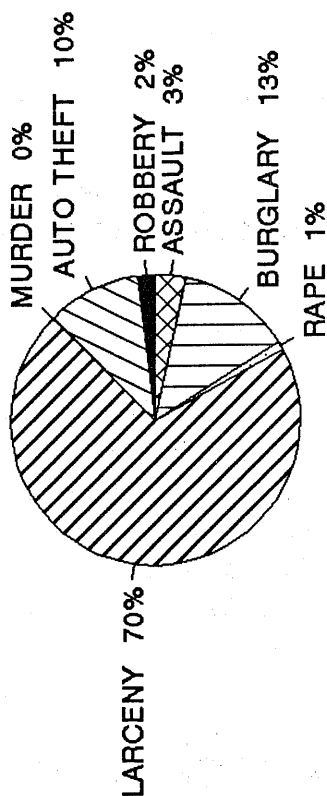
MURDER 0%
AUTO THEFT 10%
ROBBERY 2%
ASSAULT 3%
BURGLARY 13%
RAPE 1%
LARCENY 70%

1994- SUNNYVALE CRIME

FBI CRIME INDEX 3837

LARCENY 66%

MURDER 0% AUTO THEFT 13%

ROBBERY 3%

AGGRAVATED ASSAULT 5%

BURGLARY 14%

RAPE 1%
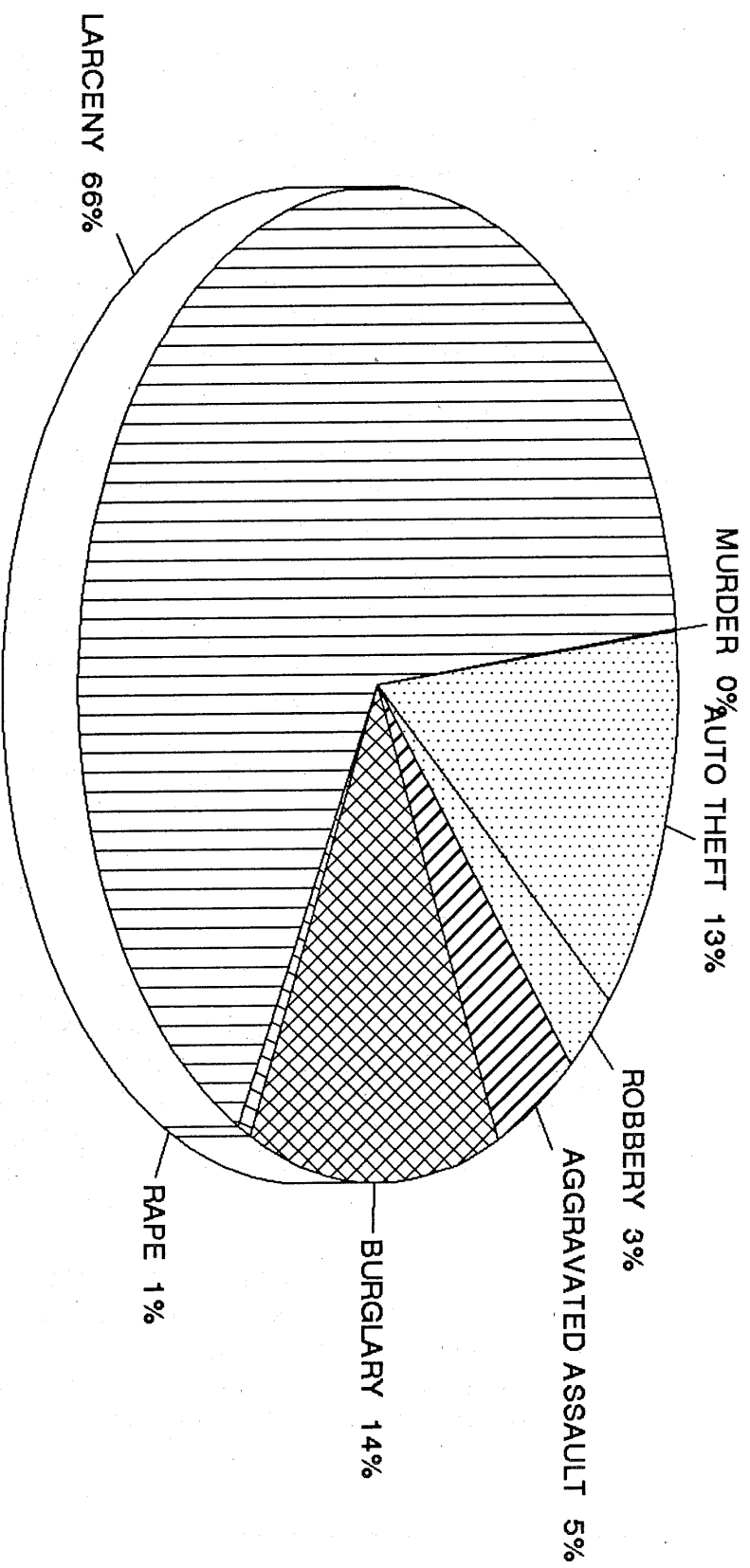
The graphs on pages 45 through 50 compare the crime rate per 100,000 population in Sunnyvale with adjacent cities and other cities in Santa Clara County over the last 14 years. As depicted in these graphs, Sunnyvale has enjoyed a very favorable position as the lowest rate of all these cities.

In trying to judge how safe a city is or what rate of crime a particular jurisdiction experiences, several other cautions must be explored before attempting to interpret the crime statistics.

First is the inherent nature of "official statistics", in that they represent only crime known to the police. The preponderance of crimes to which police departments attend is reported to them rather than discovered by them. The National Crime Victimization Survey has demonstrated that the Uniform Crime Report (UCR) of the FBI, which lists only reported crimes, reflects only a fraction of the crimes actually committed. National Criminal Victimization Survey data for 1991 indicates that only 38% of crimes overall were reported to law enforcement officials and just under half of all violent crimes were reported to the police. Absent other measures, crime statistics such as the UCR have been elevated to a level of importance far beyond their actual value in terms of reflecting total crime. Technical improvements and increased training expands the discovery rate of crime.

Second, some types of crimes, that are not reported in the crime indexes, such as child abuse and domestic violence, have shown a higher rate of increase in incidence or reporting. This rate increase may be more accurately a reflection of the impact of public education on lessening the stigma of being a victim and the growth of crisis support groups, causing more victims to come forth and report the crime.

Third, changes in the law such as the mandatory reporting of domestic violence and the requirement that police policies and procedures reflect that domestic violence is alleged criminal conduct increases the number of crimes reported to police as well as the number of arrests made by police. Other

Because of efficient planning, Sunnyvale has maintained a suburban character as evidenced by lower density and greater open space thus avoiding the impact that high density and crowding have on crime rates.

3. Social Mobility - When large proportions of a population climb up or down class ladders there is an increase in crime rate. This does not mean that particular individuals who change their status need be more prone to criminality. The condition refers to the culture challenging conditions that seem to go along with high rates of vertical mobility.

4. Relative Deprivation - It is commonly believed that inequalities in economic conditions stimulate a resentful sense of unjust deprivation. Increases in social disorder, however, occur not at the extremes (the haves vs the have-nots), but in the process of equalization. Higher frequency and magnitude of crime occurs the closer equality of status comes to being achieved.

5. Youth as a Liability - Any condition that tends to weaken the nurturing and training of children provides an influence for increased social disorder. Where the community has little use for adolescents, or treats them as a liability, there will be higher crime rates. Socio-economic conditions have weakened and will continue to weaken the bonds of family and wider kinship. Because substitute institutions have not evolved as rapidly as social change to take the place of the family in the socialization process (apprenticeship for adulthood), this is seen as directly contributory to the high incidence of youth crime. In practical terms, the fewer "places" youth see for themselves in the community, the less sense of community they feel.

6. Altering Experience - Human beings have always attempted to alter their experience - if not steadily, at least episodically. This is sometimes seeking to

elevate sensation above normal or sometimes seeking to depress feelings. We do this through music and drama, through poetry and dancing, and through a multitude of recreational activities. We also do this with the aid of chemicals, particularly when the alternatives are limited. Once habituated to these chemical aids, we find withdrawing from them painful. Restriction of their supply brings the illegal market into being and criminalizing their use makes users criminals by definition.

The public question is whether the criminal law should be employed against any or all of such chemical solace. The question is not only a matter of the bodily harm they produce, but the practical effects of public intoxication. The dilemma posed by chemical abuse is that the democratic tradition denies that the government has any business protecting individuals from themselves, yet the practical effects of driving under the influence require intervention for the protection of others. This cultural conflict is a condition which is crime influencing. It has been argued that people should be left alone when they damage only themselves and that it is less costly than invoking criminal sanctions. At some point, however, the damage we do "only to ourselves" has societal impact. There is no such thing as a victimless crime. If enough individuals harm themselves, society is the victim.

The question of when and how the state ought to intervene might be more readily resolved if we could calculate the costs of ignoring vice or suppressing it, against the benefits for the total community. It, however, is an impossible calculation. We do know that persons whose lives are "good in themselves" do not need the solace of chemicals.

IN SUMMARY

Throughout these six areas runs the recurring theme that it is in cultural conflict that crime is bred. More specifically that

social disorder is increased where changes in a stable community take place. It should be emphasized again that calling these conditions "crime productive" says nothing about their possible rewards.

It is during periods of transition that maintaining a sense of community is critical. What is particularly important in a dynamic changing community such as Sunnyvale is that where changes occur, planned or unplanned, that efforts be directed to enhancing this sense of community prior to increases in social disorder and crime. Planned changes require consideration of directing resources to maintain sense of community.

WHAT ARE THE COMMUNITY CONDITION TRENDS FOR THE FUTURE?

In examining key community condition indicators, the Planning Department has projected population trends, housing trends and employment trends for the near and extended term. In this section these empirical measures will be explored as they relate to those community conditions that influence social disorder and crime.

Population Trends - The City will continue to gain in population over the next 15 years. The greatest population gain (11%) is projected to occur during the period 1990-2000. The estimated total population will be 130,700 in 2000, 136,800 in 2005, and 139,700 in 2010. The median age continued to rise between 1980 and 1990. In 1980 there were 24,515 people under 18 in Sunnyvale (23% of the total population), while in 1990 there were 22,457 people in that age category (19.2% of the population). Both the actual number and percentage of people over the age of 55 has increased. The actual number of people over 55 has grown from 19,757 in 1980 to 22,679 in 1990, with a corresponding increase in the percentage of the total population from 18.5% to 19.3%.

While the number of teenagers in the community declined between 1985 and 1990, the Association of Bay Area Governments (ABAG) projects that between 1990 and 2000,

the school age population will increase by 23% in the Bay area over 1990 figures. Within this increase, 77% of the students are expected to be in the 5-14 age group. While the decrease in the teenage population between 1980 and 1990 may have been a significant factor in reducing the level of crime, the new generation will be reaching the teenage years causing the level of crime to push upwards again, absent any long term programs to address the role of "belongingness" of youth in the community.

The ethnic makeup of the City also continues to change. Asian and Pacific Islanders now make up 19% of the total population, whereas in 1980 Asian and Pacific Islanders made up 10% of the total population. The Black population still accounts for 3% of the total population which was the same in 1980. The White population decreased from 74% of the total population in 1980 to 65% in 1990. The Hispanic population has increased from 12% of the total population in 1980 to 13% of the population. The community is still in a period of transition after the influx of diverse cultures. This period of accommodation is the time at which the potential for social disorder is at its highest. The cultural diversity among the population means that these minorities will confront an entire spectrum of civil rights issues, ranging from those that affect new immigrants with low skills to those that affect highly educated professionals and their offspring. Police need to develop sufficient understanding and sensitivity when dealing with these diverse cultures.

Particular attention needs to be directed at overcoming language barriers by improving interpretive services used by police. Because of language problems, many minorities are reluctant to seek police protection and tend not to report crimes, thus reducing their access to police services. Access to interpretive services is particularly critical during emergency situations, and this is generally when they are least available. In order to deal with this problem, the Department of Public Safety has subscribed to the AT&T Language Line, which provides access to interpreters over the telephone in almost every language. This service is available to the Department's dispatchers as well as the officers in the field. In addition, the

Department is working with Sunnyvale Community Services in applying for a grant to improve access to and delivery of critically needed services for the community's growing diversified population by establishing a volunteer language bank. The language bank would be a 24 hour service consisting of volunteers who provide translation services for the Department of Public Safety, the Sunnyvale School District, Fremont High School and El Camino Hospital.

Income Levels - Income levels of Sunnyvale residents rose dramatically between 1980 and 1990, when there was a 19% growth in mean household income. It is projected that the rise in mean household income between 1990 and 2000 will only be 4.3%. This gradual rise over the next ten years indicates that there will be significantly fewer moves in social mobility thus lessening another influence for social disorder.

Housing Trends - Household size in Sunnyvale stabilized between 1980 and 1990 with 2.42 persons per household and is forecast to fluctuate only slightly through 2010. The actual number of households rose slightly from 42,932 in 1980 to 48,531 in 1990 and is estimated to increase to 57,690 by the year 2010.

Employment Trends - The number of available jobs in Sunnyvale is actually expected to decrease over the short term from 123,440 in 1990 to 114,050 in 1995 and then increase gradually to 134,270 in 2010.

Since 1985, several employment trends have continued that have had a significant impact on police services in the community. First 69.9% of Sunnyvale women with children under eighteen are in the labor force. High labor participation rates within households distracts from the nurturing process of the young because substitute institutions have not evolved. Even today, inadequate child care opportunities continue to be an issue contributing to the perception of children as a liability in an economic climate which requires both spouses to contribute to family financial support.

Secondly, only 31.6% of Sunnyvale residents who work, work in Sunnyvale. It is estimated that 63,480 Sunnyvale residents travel by automobile to work each weekday and that 92,000 commuters travel into Sunnyvale each workday. Commute traffic and congestion continues to be a problem and requires a significant allocation of police resources. However, since 1985 there have been major improvements in traffic flow throughout the City. Much of this can be attributed to sophisticated coordinated traffic signal systems and extensive traffic planning by the Traffic Engineering Division.

While several trends within these key community conditions contain elements which tend toward increased influence for social disorder, others are working in the other direction. Taken as a whole, the outlook for Sunnyvale continues to be very positive.

GANGS AND CRIME

The Youth gang phenomenon and their illegal activities are continuing to escalate around the Nation despite efforts by law enforcement and prosecutors to curb them. In California, it is estimated that by the year 2000, there will be approximately 250,000 gang members in the state involved in criminal activities that will strain the resources of the criminal justice system.

In Santa Clara County it is estimated that there are 35 active gangs with approximately 2,000 members. These numbers are continuing to grow. In Sunnyvale, the police have identified at least 8 gangs with approximately 200 members. Although gangs are known to be territorial, the violence and crimes that they commit are not confined to any geographical area. San Jose gang members come into Sunnyvale and commit crimes and vice-versa, and this is common for gangs throughout the Bay Area. The gang problem is a regional problem and experience has shown that violence and crime committed by gang members will not be resolved through conventional police methods. The solution to the gang problem involves developing a strategy that incorporates

involving the families, the schools, entire communities, the criminal justice system and other social service agencies.

What is a gang?

A gang is two or more people who form an allegiance for a common purpose, identifies with or claims a territory in the community, and engages, individually or collectively, in violence or other criminal activity. Gangs may have identifiable leadership or be loosely knit. Gangs usually form along racial or ethnic lines. They follow strict codes of conduct and ethics as defined by the gang. In most gangs, their main concern is to be recognized for their criminal activity and establishing a reputation. Gang members often come from uninvolved families, have family members who were involved in gangs, or are disenfranchised from a system that has mainstream values such as hard work and economic security. Gangs are not just restricted to poor communities. They can be found in all communities and socioeconomic levels.

Types of gangs:

Social Gang: The social gang is a relatively permanent group that hangs out at a specific location such as a store or street corner. Members develop a sense of comradeship and often engage in organized group activities including dancing, discussions, and athletic events. The group stays together because of mutual attraction among it members rather than the need for protection or esteem. The social gang is not likely to participate in serious delinquent activity unless members are attacked and retaliation is unavoidable.

Delinquent Gang: The delinquent gang is a cohesive group organized around the principle of monetary gain from delinquent activities. Its members depend on one another to carry out planned activities and provide help if needed. The leader who usually emerges is the most competent at stealing and is an excellent organizer and planner. Gang activity is viewed as a way of getting ahead in the world.

Violent Gang: The violent gang is organized to obtain emotional gratification that violent activities can bring to youths. Leaders of violent gangs tend to be emotionally unstable, and they have a need to control and direct others. The structure of violent gangs is constantly changing. Allies one day become enemies the next day according to the dictates of the gang leaders. There is widespread belief that complex initiation rites take place before a youth can join a violent gang and that the rites often entail physical pain and proving one's courage.

<u>Members:</u>

Gang members can fall under several categories:

1. Taggers - These are members who tend to write gang graffiti only for fun and notoriety.

2. Gang "Bangers" - These are the wanna-be and hard core gang members who are prone to violence and other crimes.

3. Tag "Banger" - These are hybrid groups of taggers that carry weapons to defend themselves and get involved in escalating violence.

<u>Gang Names:</u>

Most gangs adopt names that have significance when related to their neighborhood (street names, valleys, housing projects, and regional names). Most gang members adopt nicknames when recruited into the group if they don't already have one. The gang tends to select a name that fits the individuals physical or psychological characteristics.

<u>Why do young people join gangs?</u>

There are a variety of reasons for joining gangs including the excitement of gang activity, peer pressure, attention, financial

benefit, family tradition, and the lack of the realization of the hazards involved. The primary age group for gang activity is 13-21. These are potentially good students, but they are looking for attention and a way to increase their self-esteem. Peer pressure is a major motivation for gang activity. Gangs not only provide a source of attention through dress and style but also gain attention through criminal activities, community intimidation, and the flaunting of normally, unobtainable items. The news media contributes to the prevalence of gang popularity by publicizing gang activity. Financial benefit is another motivation for the gang life-style. A lack of status symbols such as money made by the gangs, is a temptation that few children can resist. Sometimes joining a gang in a community with several gangs offers considerable protection from violence and attack from rival gangs. New members can also be forced to join by threats, violent beatings, and initiations in order to increase membership. The decision to join a gang is often a blind decision. The youth does not realize what kind of commitment they will have to make to the gang. The philosophy is live for today and not look towards tomorrow. Elementary, junior high and high school students between the ages of 10 and 15 are prime targets for gang recruitment. Gangs become attractive to students whose low self-esteem and poor self-image beg for acceptance by peers.

According to a report by the State Task Force on Youth Gang Violence, youth gangs have expanded their areas of control into schools. Students involved with youth gangs play a disproportionate role in the vandalism, extortion, drug trafficking and violence on school campuses.

Warning Signs of Gang Membership

The gang life-style is adopted through a gradual process. Gang membership is often missed or hidden from parents. The following are possible indicators of a juvenile identifying with the gang life-style. One should not rely on just one of these signs to stand as an indicator for a possible problem.

- Changing Friends: Parents will begin to notice that at one time they knew all their son's or daughter's friends but that now they don't know any of their friends names, where they live, or what they look like.

- Difficult to Communicate with: Parents will find that their child becomes argumentative when they talk about friends, styles of clothing and that they become overly sensitive about accounting for their activities.

- Declining School Grades and Activities: Grades begin to decline, discipline problems begin occurring at school, and there is complete withdrawal from athletic or school functions.

- Change In Appearance: The child begins to dress in all one style. Previously acceptable clothes are ridiculed, cast aside and no longer worn. The clothing may become monotone, ie, all red or blue, plaid shirts, leather gloves with fingers cut off, oversized t-shirts, bandannas of a specific color, dark sunglasses, baseball caps worn in a specific fashion, etc. Hairstyle also becomes subject to drastic change.

- Personal Graffiti: Similar to graffiti that appears on walls, this graffiti will appear on items such as school notebooks, clothing, personal items, and bedroom walls. This graffiti will often be their street name or logo.

Graffiti

Graffiti is a form of vandalism that decreases property values in residential neighborhoods, and negatively affects industrial and commercial areas. Gang members use graffiti to mark their turf or territory. They also use it to advertise the gangs status or power and to declare their own allegiance to the gang. When a neighborhood is marked with graffiti indicating territorial dominance, the entire area and its inhabitants become targets for violence. Anyone on the street or in his/her home is fair game for drive by attacks by rival gang

members. A rival gang identifies everyone in the neighborhood as a potential threat. Persons observed writing graffiti should be reported to the police immediately. Graffiti that is observed should be reported to the City's Graffiti Hot Line for quick removal.

Public Safety's Response to Gangs

At present, Public Safety addresses the gang issue in three areas:

- Education:

  Schools: Public Safety has developed strong school and police partnerships in response to juvenile delinquency prevention. Rather than just a response to trouble on school campuses, officers are involved in student development. Public Safety Neighborhood Resource Officers provide numerous educational programs, some of which are discussed later in this chapter, and provide gang education presentations to all schools located in Sunnyvale.

  The gang presentations are provided to both school staff and to the students. The officers define what constitutes a gang and then provide a discussion on various aspects of gang involvement including:

  - How joining a gang is a life changing decision.

  - The reasons people join gangs.

  - Gang apparel and culture.

  - Consequences of gang involvement.

  - Alternatives to gangs and resistance techniques.

  Family: Officers also provide family gang intervention by providing gang information classes to parents who

request it and to parents of first time juvenile offenders and potential gang members. This class addresses gangs, substance abuse, and parenting skills. A professional counselor conducts a portion of the class, presenting useful parenting skills information. The presenters will explain the signs of teenage "at risk" behavior such as gang involvement and substance abuse. Additionally, parents are informed of how they can help their child who is involved in this high-risk behavior. Suggestions are offered to parents for dealing with the various stages of childhood growth, and are provided with a list of resources for further help as needed.

Also, when a Neighborhood Resource Officer becomes aware that a youth is involved or is associating with gangs, a home visit is scheduled. The Officer, the youth, and the parents discuss the concerns regarding the youth's interest in gang activity and the consequences of gang membership. This early intervention is designed to deter the youth from becoming more involved in this dangerous lifestyle.

- *Information:*

  Sunnyvale Officers meet on a monthly basis with other local agencies at a Santa Clara County gang meeting to share information and discuss gang issues impacting their communities and current strategies used to mitigate these issues.

- *Enforcement:*

  The vast majority of Public Safety enforcement of gang-related criminal activity is presently done through the cooperative efforts of the Community Services Bureau and the Patrol Operations Bureau. Criminal investigation is also conducted by the Investigations Bureau. Public Safety has also established a "TAG" (Taggers and Gangs) Team which consists of 6 officers assigned on a part time basis to proactive gang

enforcement activities and graffiti problems. These officers attempt to identify and make contact with known or potential gang members and to intervene in any criminal activity. Being familiar with local gang members and local "hang-outs", these officers also assist in the investigation of crimes that are suspected or known to have been committed by gang members. Public Safety's Tag Team also meets monthly to discuss gang issues and to keep officers informed on current activity.

The TAG team officers are also members of the Graffiti Task Force that consists of representatives from Community Development and Public Works. This task force addresses the problems with graffiti in the City and focuses on apprehension of taggers and quick removal of graffiti. Community Development organizes neighborhood volunteers, who go through neighborhoods and paint over graffiti with paint donated from local paint stores. In addition, the City provides victimized homeowners with graffiti-removal kits to help with the cost of removing extensive graffiti from residences.

Public Safety and other City Departments continue to research and develop new strategies that impact the gang phenomenon and gang crime.

PUBLIC SAFETY'S RESPONSE TO CRIME

Public Safety's response to crime has three goals: controlling criminals, pursuing justice, and addressing problems. Achieving these goals takes place in three major functional areas: Patrol operations, Investigations, and Crime Prevention. While each area has a unique emphasis, each is interrelated and also takes on, to a certain extent, the functions of its counterparts.

Controlling criminals serves to deter, rehabilitate and incapacitate those who choose to commit crime. Deterring crime makes the criminal believe that the opportunity to

commit the crime does not exist or is of too great a risk. Rehabilitation involves encouraging the criminal to stop committing crimes. Incapacitation involves removing the criminal from society.

Pursuing justice is the role of the police in upholding community norms and helping to regulate acceptable and unacceptable behavior through various means such as the justice system.

Addressing problems is the role where the police are dealing with the many varied issues and problems that the citizens feel that the police should resolve such as public intoxication, pornography, gangs, drug traffickers, and the many other problems that contribute to fear and crime.

THE PATROL FUNCTION - NOW AND IN THE FUTURE

Patrol is the strategic deployment of resources in order to provide 24 hour ability to quickly intervene when crimes are occurring. Since 1950, Sunnyvale has used the traditional approach to providing patrol services as have the majority of other police departments in California. Traditionally, patrol has been performed by officers assigned to specific geographical areas of the city for the purposes of suppression and prevention of crime by maintaining a mobile and highly visible police presence. Patrol has traditionally been incident-driven with an emphasis on rapid response to calls for service. Officers react to individual events reported by citizens; respond rapidly to the scene to gather information from victims, witnesses, and offenders; invoke the criminal justice process; and then use aggregate crime statistics to evaluate effectiveness. So strong has the emphasis on rapid response become, that in many cases, good response times have become the measure of effectiveness of a police department.

In the 1980's, police managers began to discover that the emphasis on rapid response to calls for service left them with few available officers and less time to do anything else such as directed patrol, community policing, and dealing with the myriad of other "non-police" problems that the citizens felt

were in the realm of policework mainly because of their 24 hour availability.

While the ability of patrol to intervene in the criminal act is significant, fast response times are not as critical as previously thought. First fewer than 15% of calls for service involve crime. Second, at the time calls are placed by victims, witnesses etc. few of them are emergencies. The vast majority of crimes have already been completed when reported and the suspect has left the scene. Where response time is critical is in those cases that involve in-progress calls for service where an emergency actually exists.

To be effective, modern patrol officers must perform in three major spheres of activity - often simultaneously. There is no inherent priority among these functions and each is, or becomes interrelated with the other. First, they must continue to handle calls for service and, when the service involves a genuine emergency, the call must be handled when the demand is received. Second, patrol officers must participate in tactical responses or directed patrol activities to apprehend criminals or to displace or disrupt problem patterns. These tactics must be undertaken after <u>careful analysis</u> as to when the chances of apprehension are the greatest. Third, patrol officers must engage in community policing or some form of strategic problem-solving efforts with the community. These must occur when members of the community are available and when the officers are <u>not</u> being interrupted by calls for service requiring immediate response.

Policing in the late 1990's requires that the calls-for-service workload be studied and handled in ways that better meet the needs of the citizen, the patrol officer and the organization. The extent to which calls for service take precedence over other patrol activities, such as tactical responses, directed patrol and strategic problem solving, determines to a large degree the <u>effectiveness </u>of non-committed patrol time.

Non-committed patrol time, or preventive patrol, was originally utilized to make productive use of an officer's time while waiting for calls for service. While it succeeded in keeping

officers busy, it rarely had any significant impact on crime or resulted in criminal apprehension. This was due to a lack of accurate and timely information to predict when and where crimes were likely to occur.

In order to effectively utilize directed patrol activities and strategic planning, timely feedback of information to patrol officers about crimes, crime patterns, types and locations of problems is a must. This type of information must be made available within a 24 hour period to the officers through analysis of crime reports, intelligence, and information about specific people who may be wanted. Once this information is obtained, officers and squad supervisors can more accurately plan a shift's patrol activities or target specific problems while developing tactics to more effectively deal with these problems. These may consist of saturating an area with aggressive patrol, covert patrol, stakeouts or dealing with a neighborhood problem.

Directed patrol activities work well against short-term problems that the police can deal with acting alone and given sufficient time away from calls for service. Larger problems and crime patterns that arise from a wider variety of different neighborhood conditions require more extensive strategic planning and cooperative efforts from the police, the public, and other institutions.

The Department of Public Safety has expanded on the role of the traditional patrol officer by requiring officers to complete a thorough preliminary investigation on each call for service, including gathering evidence, searching for witnesses, conducting follow-up on potential suspects, and obtaining and serving search and arrest warrants. Officers are thoroughly trained in these procedures. On more serious crimes, the investigations unit (detectives) will be called in and a joint investigation may be conducted.

THE INVESTIGATIVE PROCESS

The primary objective in a preliminary investigation is to determine who committed the crime and apprehend the

responsible person. Although apparently simple, achieving this objective requires the completion of three tasks:

1.   Determination that an offense has actually occurred and the gathering of key facts - the who, what, why, when, where, and how.

2.   Identification of "solvability factors" - leads.

3.   Communication of the circumstances of the crime, as well as the identification of what investigative steps have been completed and those yet to be accomplished.

Each task is critical, and failure to properly complete the preliminary investigation could cause needless duplication of investigative effort, or worse, the presentation of an incomplete court case in which the offender goes free.

Patrol officers are usually the first investigators at a crime scene. The thoroughness and quality of their work is critical to the success of the entire investigative process including future court proceedings.

If the patrol officer completes the investigation the investigation is over. If the investigation is not completed, depending on the type and seriousness of the crime, it will be reviewed and assigned for further follow-up to the patrol officer or to a detective.

Crimes that are assigned to detectives after the preliminary investigation are generally serious crimes such as murder, rape and other sex crimes, robbery, aggravated assault, grand theft, auto theft, forgery, burglary, death threats and some of the more complex fraud, embezzlement and high-tech cases.

Once assigned to a case, the detective will review it for any leads or solvability factors. If there are leads, the detective pursues them. This may involve talking to a likely suspect or it may involve conducting a complex set of interviews and

researching various types of records such as bank records, phone records, criminal records, driving records etc.

Most property crimes are not witnessed and there are often few leads. These crimes can generally be investigated rapidly until all leads are exhausted and then set aside in case future leads develop. Crimes against persons or crimes with credible witnesses take longer to investigate and more frequently result in an arrest. Once a detective develops enough information that provides him/her with "probable cause" for an arrest, he/she must then attempt to locate the suspect and effect the arrest. Often this can be more time consuming than the investigation of the crime. Service on many arrest warrants is not actively pursued, and in those cases, the information on the warrant is entered into a computer that is tied into police agencies nationwide. If the suspect named on the warrant is stopped at a future date and is checked by the police, an arrest may be effected.

CRIME PREVENTION

Public Safety's crime prevention function has two aspects: Eliminating the desire and eliminating the opportunity to commit crime. Few would disagree that the City has a primary responsibility to respond to and investigate crime which has occurred. This is where the preponderance of resources in this and every other city are used. It is a clear public expectation. The fact is, however, that a crime which is prevented is more important than a crime responded to and cleared through arrest.

Crime prevention lessens the need for costly public services. First, the resources required for policing are directly related to the amount of crime that occurs. Many cities have crime rates much higher than that of Sunnyvale; therefore, the resources needed in these cities to respond to and investigate crime are obviously higher than that of Sunnyvale. Second, the cost of policing is literally the tip of the iceberg in terms of the public cost of dealing with crime. The cost of adjudication and then incarceration is incredibly high. While the City does not bear these costs directly, it does so indirectly. This is one of the

reasons the state is taking local tax dollars to operate the courts, jails and prison systems. Many believe that incarceration can lead to more hardened criminal behavior resulting in repeat offenders.

The societal costs of crime, both monetary and non-monetary are immense. In simple terms, the costs directed towards preventing a crime are often far less than the cost of responding to and investigating a crime that has occurred. By preventing the crime we reduce the demand for such costly services as: receiving and dispatching the call; police response to the call; investigation of the crime; apprehension and arrest of the suspect; booking the suspect; housing the suspect in county jail; taking the suspect through the judicial process; maintaining probation or parole controls on the suspect; or incarcerating the suspect in prison for a length of time. The costs for these services can be immense, not to mention the non-monetary costs to the victims and society. Sunnyvale has long recognized these costs and has worked on developing strong interrelationships between Public Safety crime prevention actions and the work of other Departments and agencies. Public Safety crime prevention programs, and the City's strong leisure activity programs, job training and opportunities for youth, strong schools and active non-profit support programs are all powerful low cost ways of supporting crime prevention.

The crime prevention task requires community involvement. This involvement requires increased interaction with the public so that officers can gain first-hand knowledge of citizen's concerns about neighborhood problems, their perceptions of crime, and their fear of crime. Crime prevention also contributes to the patrol function by expanding the number of eyes and ears (the citizens) attuned to criminal activity in the community allowing timely police intervention. Crime prevention has an investigatory function in overcoming citizen unwillingness to be involved in the criminal process as reporting parties and as witnesses.

Removal of the _desire_ to commit crime requires long-term efforts directed at those economic and social conditions that make crime attractive. Because of this, it has long been thought that such efforts were beyond the resources and authority of the police and, as a result, the concentration of effort has been directed toward eliminating _opportunities_ to commit crime. Sunnyvale, through a combination of programs, directs its efforts towards both a removal of the desire to commit crime and eliminating the opportunity to commit crime.

Public Safety began to intensify its partnership with the community in 1974 with the establishment of the Neighborhood Resource Officer program and the Crime Prevention unit and in 1981 with the establishment of the Emergency Preparedness unit. These programs have provided community education about crime prevention and emergency preparedness and have provided for two-way communication with responsiveness by Public Safety to neighborhood views and priorities. These units have been instrumental in organizing programs, and school and neighborhood networks showing people how to help themselves and take responsibility for their own community. They also work with other city Departments such as Parks and Recreation in developing and providing youth oriented services and leisure activities

Officers assigned as Neighborhood Resource Officers have a primary responsibility of addressing the special problems and needs of a designated area within the City and maintaining a strong liaison with the schools. In order to fulfill their responsibilities, these officers seek to establish a bridge of trust and understanding with the residents and students within their designated areas. They organize discussions with civic groups, participate in youth oriented activities, organize and attend neighborhood meetings and provide in-school programs all designed to prevent crime, not only in the short term, but also the long term.

Some of the programs that have been developed by Public Safety that are directed towards crime prevention are as follows:

* *Home Security Survey:* Crime Prevention Assistants will conduct a home security survey for any resident. This free consultation includes advice to make residences less attractive to burglars, and ways to ensure more effective home security. A copy of the survey and recommendations is provided to the resident for future reference along with packets of information and useful guides on crime prevention.

* *Operation Identification:* Crime Prevention Assistants engrave a residents property with an identification number as a method to assist in the recovery of stolen property and prosecution of suspects. Once the property is marked, the resident is given Operation Identification stickers to be placed on the exterior of the house as a deterrent. Marked property is more difficult to sell, and may lead to easy arrest and prosecution of the burglar.

* *Plan Review:* Plans for new building projects are submitted to the Planning Division and distributed to the Plan Review Committee members including Crime Prevention. Plans are reviewed and recommendations prepared regarding security concerns for each project. Later in the process, a Community Services Bureau plan review representative meets with the developer to review final security plans.

* *Robbery Procedures:* This is a presentation to Sunnyvale businesses. Aspects covered include heightened awareness and prevention of robbery, evidence preservation, obtaining descriptions, and procedures to be followed after a robbery (including proper reporting via 911), with the primary emphasis on enhancing the safety of all involved.

* *Sexual Assault Awareness:* This Neighborhood .Resource Officer presentation is designed to be frank and informative. From a definition of sexual assault, participants are informed about rape victim profiles, a rapist profile, different forms of resistance, post-rape

psychological effects, counseling, and safety precautions and awareness. Additionally, people are advised what to do if they are a victim of a sexual assault. The process and procedures of the Criminal Justice System in relation to sexual assault are also explained.

- *Shoplifting Prevention*: This program targets retail stores. A Neighborhood Resource Officer discusses laws that pertain to shoplifters, what to look for in theft behavior and how to deal with the active shoplifter. Techniques are presented on how to deter shoplifters, and participants also learn how to recognize common shoplifting behaviors. Once identified, the participants also learn how to safely and legally report a shoplifter.

- *Substance Abuse in the Workplace:* A Neighborhood Resource Officer presents an overview of drugs and their effects on employees in the work place. The audience learns how to identify drugs and the mannerisms of drug abusers and sellers. Alternative intervention programs discussed are counseling and law enforcement involvement.

- *Personal Safety:* A Neighborhood Resource Officer presents safety techniques specific to the nature of the talk requested and group being addresses. Emphasis is on prevention techniques pertaining to enhanced awareness, recognition and avoidance of suspicious situations, and making oneself less likely to be a victim.

- *Crime Prevention for Seniors:* This program is designed to address the unique needs of Sunnyvale's senior citizens. This informative talk covers purse snatches, robberies, swindles, con games, burglaries, and social security check theft.

- *Neighborhood Watch:* Neighborhood Watch is a neighborhood working together and acting as extra eyes and ears of the police. The program clarifies for residents when they should call police and how to use

the 911 system. Residents learn how burglars work, what is considered suspicious activity, and how to better secure their homes. Residents are encouraged to discuss any particular needs or concerns they might have. They are given the opportunity to sign up for Home Security and Operation Identification programs.

The above programs are just a few of the crime prevention programs that are offered by Public Safety. As will be discussed later in this section, Public Safety also provides many programs to Sunnyvale youth that are directed towards delinquency prevention and diversion of first-time juvenile offenders.

In addition to the crime prevention programs Public Safety provides programs that enhance neighborhood networking and contribute to safe neighborhoods in Sunnyvale. The Emergency Preparedness unit provides for an integrated approach to planning and preparing for disasters. During non-emergency periods, the unit assesses the community's hazards and vulnerabilities. It has organized various public and private resources and networks to prepare for and respond to disasters. Two such successful programs are SNAP (Sunnyvale Neighborhoods Actively Prepare) in which groups of neighbors are assembled under a group leader to assist each other in the event of a disaster. The second program is SEPO (Sunnyvale Emergency Preparedness Organization) in which business and industry have set up systems to assist themselves, each other and the City in the event of an emergency.

In the previous Law Enforcement Sub-element, this neighborhood and business networking was discussed as a future goal in developing the relationship between Public Safety and the community. This goal has now become a reality with the inception of the SNAP, SEPO and Neighborhood Watch programs. Networking provides for an easy two-way flow of information between Public Safety and the citizens when dealing with problems that affect the quality of life in the community. People are learning to take on a shared responsibility for their community and have become

involved in programs that make the most of volunteer activity. Public Safety continues to facilitate the development and expansion of networking into all other areas which seek to improve the quality of life, recognizing that the more multi-dimensional the approach, the greater the total sense of community to be achieved.

THE RESPONSE TO JUVENILE DELINQUENCY AND CRIME

People between the ages of 11 and 17 commit a disproportionate share of the crime. Together with their older counterparts - to the age of 29 - these young people make up the largest client group of Public Safety.

The police do not deal with juveniles in the same way they would deal with adults. Neither the law nor community values will allow this. Juveniles are afforded a special status because the community believes that people ought not be subject to the full force of criminal law unless they are responsible for their actions. This difference in status is reflected in all three functional responses to crime - Patrol, Investigations and Crime Prevention. The over-riding emphasis is the same in each area.

The juvenile justice system seeks to protect children from harmful influences, prevent their waywardness, and guide them when their behavior becomes unacceptable. In order to accomplish this, there are specialized procedures for dealing with youthful offenders. Informal and non-adversary court proceedings are used in criminal cases to identify the underlying behavioral problem so that appropriate rehabilitative services may be found for the child. Correctional services are based on rehabilitation not punishment.

Likewise, with "status" offenders there has been a trend away from holding juveniles in secure correctional facilities. The "status" offender is a juvenile who engages in unacceptable behavior such as truancy, or running away from home. Such behavior would not be a crime if he/she were an adult.

Although such behavior is not criminal in the adult world, if it is not modified by intervention and diversion, it may progress into criminal behavior.

The challenge comes in balancing attempts for delinquency prevention and delinquency control against the competing demands for protection of the community, protection of the juvenile's Constitutional rights and the enforcement of the law.

While there seems to be little dispute that juveniles require different treatment from the law, it is the character of that treatment that addresses directly the police role with juveniles. It defines the nature and extent of police discretion.

The creation of a juvenile justice system based on rehabilitative philosophy requires considerable discretion on the part of the police officer. In the early 1980's, broad latitude was allowed in deciding whether to refer a juvenile to court as well as in deciding what techniques to use in obtaining the information required to make the disposition decision. The "due process" provisions which applied in adult investigations were not in effect when the case was destined for juvenile court. The police had a relatively free hand, since it was not a criminal proceeding, but rather a seeking of ways to help the juvenile.

Law enforcement agencies become extensively involved in the rehabilitation process. This was particularly true because the vast majority of referrals to the juvenile court came through the police.

The police have a rehabilitative role for at least two reasons. First, they are in a unique position to identify early delinquent behavior and to intervene immediately, counseling youth and their families in order to deter future wrong doing. Second, even in those cases in which officers refer youth to other resources, the initial contact sets the stage for subsequent intervention.

The question arises as to the degree of the officer's involvement in an on-going counseling situation, particularly in

the terms of the officer's qualifications and in terms of the proper police role. It is readily apparent that other individuals and agencies are better suited to long term problem resolution. The common approach to these issues was to only counsel and release minor offenders. More complicated cases were referred to available social agencies for assistance. Detailed investigations were made for serious offenses in order to provide the court with the necessary information to justify "wardship" and, thus, obtain a "conviction" juvenile style. Until the early 1980's, this was the accepted practice - sanctioned by both the court and the community.

A series of major court decisions seriously altered the juvenile judicial process and, as a result, the police role in the juvenile justice system changed dramatically. The court, responding to the appeals of juveniles who had been subjects of the delinquency proceeding invalidated the concept of parens patriae (the sovereign power of the court in guardianship over persons under disability such as minors). In its place, the Constitutional rights of due process were extended. The juvenile court now has the same procedural requirements and restrictions as the adult court. Scrupulous attention must be paid by law enforcement personnel to the rights of the juvenile. the goals of rehabilitation and the concerns with behavioral and family factors are now secondary as aids in making the disposition decision. The primary concern for law enforcement is to determine the facts that establish the legal basis for further action.

Despite the changes in the law which restrict the officer's discretion, the compelling reasons for police involvement in the rehabilitative process still exist. Unfortunately, the same restrictions which curb police discretion also have changed the character of the juvenile court. As it becomes adversary in nature, it loses utility as a referral choice. To place the emphasis on prevention of delinquency through diversion, early education and intervention requires the development of resources within the community to serve as an alternative to the juvenile criminal justice system. As a result, there is more interdependence between Public Safety's juvenile operations and community resources.

Some of the programs developed by Public Safety that deal with juvenile crime and delinquency prevention are as follows:

- *Sober Graduation:* High school students are targeted for various presentations and activities geared to prevent drunk driving after graduation parties. A highlight of the program is "Reality Check", an all day activity which includes explanations of Sunnyvale's juvenile party ordinance, DUI laws, a mock arrest of a student drunk driver, a tour of jail facilities, a mock drunk driving trial, and finally a trip to the morgue. Student reporters and photographers are invited to write about their experiences for their high school papers. The stories written by students are then eligible for cash prizes to sponsor alcohol-free graduation parties.

- *Student Attendance Review Board:* The Student Attendance Review Board (SARB) reviews truancy cases within the school district. This is a school district activity that is supported by Public Safety. A Neighborhood Resource Officer or Public Safety's Juvenile Probation Officer may sit as a member of the board. The board discusses truancy with the child and the parents and attempts to develop a contract to which the truant must adhere. The contract is a promise by the truant to attend all classes, to be punctual and to improve grades. When social or personal problems are evident, counseling also becomes part of the contract.

- *Substance Abuse Elementary Program:* This program targets elementary students. It provides an introduction of what drugs are, what they look like, and their effects. Students learn "how to say no to Drugs" as well as the ramifications of drug involvement. The primary focus of the program is to teach students refusal skills, resistance techniques, and how to deal with peer pressure.

• *Substance Abuse - Middle and High School:* This program is similar to the elementary program above, but is much more detailed.

• *Criminal Diversion:* This service is designed to allow minor offenders a second chance after committing a crime. The minor is placed into a tailored program of classes, counseling, and community services work. The minor's crime report is reviewed by the diversions officers, One of the Officers then meets with the minor and family to discuss the possibility of diversion, If the minor chooses diversion, the minor and family are required to perform certain tasks, per a signed and written contract. The minor may have to perform community service hours, attend counseling and diversion classes and possibly write an essay. Once the contract is completed, the case is held for two years or until the minor is 18 years old, whichever is first, then destroyed if the minor stays out of trouble. Public Safety's diversion program has been very successful. The Departments goal is to divert youth from committing future crimes and to maintain a recidivism rate of less than ten percent. The graph at the right shows the recidivism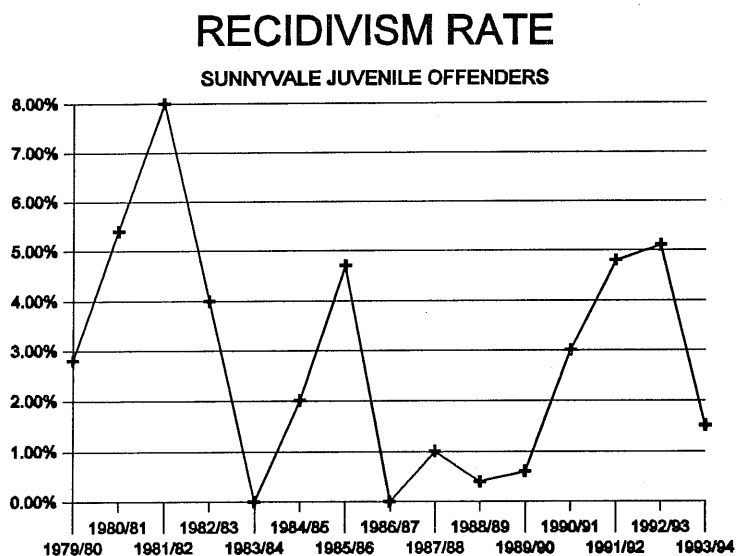 rate of juveniles who attended Sunnyvale's diversion program and committed an offense within one year of having completed the program.

RECIDIVISM RATE

SUNNYVALE JUVENILE OFFENDERS

FIGURE 17

• *Sunnyvale Youth Court:* A court of peers, using trained students from the community, determine appropriate sentencing alternatives for qualified first-time juvenile crime offenders. The setting is professional, with a

sitting municipal court judge, bailiff, police officer and court reporter overseeing the process. Besides being an opportunity for the minor offender to be involved in a realistic simulated court setting, another objective of the court is to give the student court personal insight into the court system, debate, etc. The student jury determines the appropriate disposition and the minor is obliged to follow the instructions of the jury in order to fulfill his/her diversion contract.

- *Juvenile Diversion class:* This class is presented by a Neighborhood Resource Officer, Community Service Officer, and Deputy Probation Officer. It covers areas such as juvenile law, the consequences of breaking the law, and the process involved in the juvenile system. Lessons offered during role playing give information to families regarding peer pressure, refusal skills, and methods to get out of, or control dangerous situations. Other resources are offered if further assistance is desired.

- *Juvenile Traffic Safety Diversion:* This program is presented to juveniles who have received their first bicycle/pedestrian citation. Juveniles who live outside the City limits, but who are cited within the City are eligible for this class. The class is designed to emphasize safe riding/walking habits. The class shows how and why accidents occur and ways to avoid these situations. It stresses the need for the individual to personally evaluate each situation rather than rely on a friend or motorist to make their decision for them.

- *Substance Abuse: Parental Concern:* This program gives parents the skills and information needed to cope with children exposed to drugs. Some of the coping skills presented are teaching children self-esteem and how to maintain open communication with them. Symptoms and signs of drug use are discussed along with parents' legal and moral obligations to the youngster. Parents are also assisted in developing activities for their children's free time.

- *Runaway Intervention:* Repeat juvenile runaways are tracked once they enter the Public Safety System. Upon their return, an officer schedules an appointment to meet with the juvenile and parents in their home. The perils of running away are discussed, and the officer looks for problems within the family that may contribute to the action of running away. Parents and juveniles are provided with a list of resources and referrals that include family counseling agencies.

- *S.U.S.A.N. Program (Sunnyvale United Substance Abuse Network):* This program is a tool to bring together various elements in the community in an effort to create a drug/alcohol free environment throughout the schools in Sunnyvale. The program is designed to help schools deal effectively with student drug and alcohol abuse. The program establishes a "core team" of teachers, administrators, parents, students, police and counseling representatives who administer the program. Personnel are taught how to identify substance abuse problems in young people and how to intervene to provide help for the abuser. Intervention occurs on a one-to-one basis as well as a referral being sent to the Core Team. The Core Team intervenes on an informal basis to start working its way to formal intervention if necessary. The desired objective is to direct a drug/alcohol abuser to a professional evaluator and start the process of either in-patient or out-patient treatment.

- *Youth/Parent Counseling:* Officers assist in counseling troubled youth and/or their parents for minor problems. However, more commonly, the officers provide referrals for people who need professional counseling. Some of the topics that are discussed are truancy, stealing, gangs, substance abuse, peer pressure, social-behavioral problems and related subjects

In addition to the above programs, Sunnyvale has extensive youth oriented leisure programs through the Parks and

Recreation Department that provide meaningful activities to Sunnyvale youth. The City is currently undertaking a project with the Sunnyvale School District to develop a Neighborhood Service Center at Columbia Middle School. This project will provide a gymnasium at Columbia Middle School which will include space dedicated to youth and community needs. The results will be a partnership between the City, School District, local business, and non-profit social service agencies in providing services to youth and adults in the Columbia neighborhood. The anticipated outcome of this project will be a reduction in crime in the neighborhood and improved Columbia Middle School student performance in standardized testing.

MEASURES OF SUCCESS

The prevention and suppression of crime has traditionally been regarded as the first and most important mission of the police. Unfortunately, when measuring the deterrent effect of any preventive police activity, the only true measure of effectiveness is the amount of crime not committed. Such a measure does not exist.

Most police departments use indirect success measures such as crime and arrest rates which can be related to the deterrent effects of various strategies but, at present, no satisfactory "cost efficiency" measure exists for the direct effects of prevention activities on deterrence. Studies of how police efforts may be made more effective in achieving crime prevention are, and continue to be, a major area of professional and scientific study. We have learned that many of the crime-related incidents with which the police must deal are parts of recurring problems because they are associated with high-rate offenders, high-risk victims, and/or high risk places. We have also learned that larceny (theft) comprises the largest portion of the city's crime index (70% to 80%) and that in order to dramatically impact the crime index, we need to develop new strategies to deal with this crime.

FBI Crime index statistics, as discussed earlier, are a questionable measure of success. Since its figures are based only on the seven major crimes, it fails to count other critical crimes. Emphasis on the seven major crimes slights other offenses that matter a great deal to their victims: domestic violence, child abuse, sex abuse, white collar crimes etc. Especially important, it devalues crimes that are of enormous significance to the well-being of neighborhoods and communities: drugs and drug dealing, prostitution, vandalism, panhandling, public drunkenness, and even traffic, parking and litter violations.

In discussing arrest rates as a measure of success, further caution needs to be taken. This is particularly true when comparing specific offenses or groups of offenses, such as the seven major crimes, between crimes and arrests reported. Such a comparison is very risky and often subject to question. The primary reason for this is the difference in the method of counting. For example: Two people commit a series of ten robberies and both are eventually arrested; the number of crimes reported would be ten, that is the number of offenses which actually occurred; the number of arrests for those offenses would be two or the number of people arrested for those offenses. Another example: Five people commit a homicide and are arrested for that homicide; the number of crimes reported would be one, the number of arrests would be five. The point is that a comparison of summary data resulting from a series of incidents such as those described above may appear to disclose a relationship that does not exist.

The Department of Public Safety is unique in the way it measures success and efficiency. The Department has been making use of such advanced administrative tools as PAMS (Planning and Management System), PABS (Performance Auditing and Budgeting System) and computerized information systems which in turn are part of the city's integrated management system. Within this framework, ultra-modern management methods have been developed and employed.

PAMS - Planning and Management System - The City of Sunnyvale has had a long tradition of providing quality cost-

effective service to its residents. In the mid-1970's, a concerted effort on the part of the City was made to go even one step further in developing a system which would literally tie together into one comprehensive blueprint every major activity of the City. The end result - a unique Planning and Management System.

At first glance, the system appears to be simply a collection of actions which most municipalities go through in taking care of city business. That is certainly one function of the system. As a very systematic integration of City activities, the system provides citizens, Council and program managers a step-by-step approach to how the governmental in Sunnyvale operates and their role in that process.

The system provides the opportunity for the Council, citizens and management to collectively develop and initiate a vision for the City in the establishment of goals and policies (policy making); the implementation of those policies (service delivery); and the opportunity to participate in self-evaluation, as to whether those goals and policies were met in the most effective manner possible (evaluation).

More than anything, the Planning and Management System is a system of communication. The system insures that all the people who have a role in City Affairs can and will communicate with each other. The system eliminates the guesswork of where the City is going and how it plans to get there. It provides a linkage between policy setting, allocation of money in the budget, and assignments given to the staff.

Policy Making - While the Planning and Management System is designed to facilitate the decision making process, both for council members and the program managers, the final policy choices ultimately are made by the seven elected Councilmembers who are the eyes and ears of the community.

The Planning and Management System assists the Council in policy making activities by first insuring that their decisions reflect the General Plan of the City which they themselves adopted. Second, the system insures that the Council's

decisions are communicated to staff to insure implementation of the City's policies as spelled out in the General Plan.

The General Plan and Service Delivery components are organized in a hierarchical structure which makes it possible to functionally relate the City's goals and policies to the actual work outputs which are produced to achieve those goals. The structure is designed to make service objectives explicit within each program so that information on the efficiency and effectiveness of their operations can be provided to program managers on a frequent basis. This assists the program managers in making timely evaluations to program performance.

The process completes the cycle with the evaluation component of the system, communicating back to Council how its policies were implemented.

In Sunnyvale, the budget is viewed as the implementing tool of the General Plan. It is a service-oriented budget. The budget is not designed to focus on items such as how much the telephone costs, or the increasing price of paper, but instead to focus on the level of service that is being provided to the community and how much that service costs. It is designed to communicate if the service which is being provided implements the goals, policies and direction which Council believes is important to the community and reflected in the City's long range plan.

In the budget the sub-elements are further broken down into programs. (i.e., Patrol Operations is a program of the Law Enforcement Sub-Element). Programs are further broken down into service objectives and tasks. Service objectives are quantifiable statements of performance and service standards directly related to the goals and policies expressed in the City's General Plan. It is the task within each service objective that generates the production units that accomplish the service objective.

It is at the service objective level that allocation of money, personnel and supporting materials is provided which serves to propel the General Plan into action.

In order to evaluate or measure the success of program performance, several monitoring tools are also incorporated to communicate those standards and data on which evaluation is based. The key to evaluation is to make sure that there is measurable data to evaluate.

Each service objective has performance indicators or standards which serve to evaluate the quality and effectiveness of the service being provided. Using the Law Enforcement objective - the performance indicators of the service objective for investigating major crimes states that Public Safety will maintain a clearance rate above the national average on four of the major FBI Index crime categories (murder, rape, robbery and burglary.

Each month during a fiscal year, police managers are provided informational reports which assist in highlighting the proficiency of providing a particular service. The data is presented in such a way that it is possible to determine how well the program is performing in meeting a service objective compared to what was actually planned at the beginning of the fiscal year.

At the end of each fiscal year, police managers go through an extensive analysis of the performance of each objective in order to evaluate the quality of the service delivery. This analysis takes into consideration the following:

1. Inputs: Were the resources, guidelines, rules and operating procedures that were used to accomplish the task or program sufficient and utilized properly.

2. Activities: What was done in the task or program with these inputs (resources), such as services provided, staffing patterns, use of materials.

3. <u>Results</u>: (Output) What were the specific consequences of the activities or the specific objectives of the program or task such as amount of services provided, work completed, production accomplished or cases closed or cleared.

4. <u>Outcomes</u>: What was accomplishment over a broader range of goals. These are the general consequences of the results (output) of the program such as a lower ratio of accidents per million miles travelled.

5. <u>Feedback</u>: Examining the results and outcomes to determine if the program or task is achieving the <u>desired</u> impact.

Collectively, this information provides insights as to the overall productivity level of Police Services in providing quality service to the City's residents.

FUTURE MEASURES OF SUCCESS

Sunnyvale's Planning and Management System and Performance Auditing and Budgeting System provide a road into the future which will permit the Department to continue to evaluate and measure the success of providing Police services to the community. Annually community condition indicators are analyzed and updated. Long range goals and policies are reviewed in order to determine the Department's success towards achieving them. Utilizing the Planning and Management System the Department is able to constantly monitor the need for additional resources in the future in order to maintain a level of service, or to determine whether or not a service is of any benefit, or whether a new service is needed to accomplish the Department's goals.

Citizen surveys conducted by the Department provide insight into the community's satisfaction with police services, and into the citizen's concerns about the well-being of their neighborhoods. In 1994, citizen satisfaction surveys indicated that 96.4% of the citizens responding to the survey thought that Public Safety maintained a safe environment. Major

concerns continue, as in previous surveys, to include speeding vehicles, vandalism and burglary.